

## Message Text

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ACTION AF-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01  
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02  
/067 W

-----181347Z 122457 /43

P 180945Z APR 77

FM AMEMBASSY BISSAU

TO SECSTATE WASHDC PRIORITY 0324

C O N F I D E N T I A L SECTION 1 OF 2 BISSAU 0211

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E.O. 11652: GDS

TAGS: PFOR, AMGT, CV

SUBJ: PARM - ANNUAL POLICY AND RESOURCE ASSESSMENT  
PARTS II AND III - CAPE VERDE

REF: A. CERP 0001, B. STATE 061301

### 2. RESOURCE ASSESSMENTS

#### A. STATE

POLITICAL/ECONOMIC/COMMERCIAL: THESE COURSES OF ACTION ARE CARRIED OUT BY THE AMBASSADOR (POSITION NOW VACANT AND INTERNATIONAL RELATIONS OFFICER GENERAL (IROG) BASED IN BISSAU WHO MAKE FREQUENT TRIPS TO CAPE VERDE. THEY HAVE THE ENTIRE RESPONSIBILITY FOR POLITICAL REPORTING, INFORMATION AND CULTURAL ACTIVITIES, THE SELF-HELP PROGRAM AND CURRENTLY, IN THE ABSENCE OF A CDO, HANDLE NUMEROUS DETAILS OF THE AID PROGRAM INCLUDING ARRANGEMENTS FOR ADOLS 3,000,000 FOOD FOR PEACE PROGRAM. THE CULTURAL EXCHANGE BUDGET FOR FY 77 IS DOLS 7,000 AND THE SELF-HELP BUDGET IS DOLS 10,000. THERE IS NO PUBLIC AFFAIRS (USIA) BUDGET.

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CONSULAR: CAPE VERDE FALLS IN THE LISBON CONSULAR DISTRICT.

ADMINISTRATION: ADMINISTRATIVE SUPPORT FOR THE AMBASSADOR'S AND IROG'S TRIPS TO CAPE VERDE IS HANDLED BY BISSAU'S ADMINISTRATIVE SECTION. THIS IS CURRENTLY NOT A SIGNIFICANT DRAIN ON THE BISSAU ADMINISTRATIVE SECTION BUT THE DEPARTMENT'S APPROVAL OF THE ESTABLISHMENT OF A RESIDENCE IN PRAIA, THE

LEASE FOR WHICH HAS JUST BEEN SIGNED, WILL REQUIRE CONSIDERABLE ADMINISTRATIVE SUPPORT. THE EMBASSY ESTIMATES THAT BETWEEN TRIPS TO PRAIA AND OTHER SERVICES IN BISSAU, ADMINISTRATIVE SUPPORT FOR THE PRAIA OPERATION WILL SOON BEGIN TO TAKE APPROXIMATELY 20 PERCENT OF THE TIME OF THE ADMINISTRATIVE OFFICER AND 10 PERCENT OF THE TIME OF THE TCN GSO. NEITHER OF THEM HAS TIME TO SPARE.

COMMUNICATIONS: N/A

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS: AID PROGRAMS IN CAPE VERDE WERE BUDGETED AT DOLS 2.2 MILLION IN FY 77 AND ARE BUDGETED AT DOLS 6.5 MILLION IN FY 78. PL-480 PROGRAMS IN CAPE VERDE ARE ESTIMATED AT DOLS 3 MILLION IN FY 77 AND DOLS 3.5 MILLION IN FY78.

THE AID FINANCED SELF-HELP PROGRAM (DOLS 10,000 IN FY 77) HAS SERVED AS AN INVALUABLE TOOL IN MAKING CONTACTS AT THE LOCAL LEVEL.

THE CURRENT AID MODE CEILING FOR GUINEA-BISSAU AND CAPE VERDE IS ONE COUNTRY DEVELOPMENT OFFICER, ONE AMERICAN SECRETARY AND TWO LOCAL EMPLOYEES RESIDENT IN BISSAU. NONE OF THESE POSITIONS IS FILLED. CONSIDERATION IS NOW BEING GIVEN TO INCREASING THE CEILING BY ONE TO ADD AN AGRICULTURAL DEVELOPMENT OFFICER IN PRAIA.

THERE ARE NO OTHER AGENCIES WITH PROGRAMS IN CAPE VERDE.

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### 3. STATE PERSONNEL RECOMMENDATION

A. REPROGRAMMING: SHOULD AN EMBASSY BE OPENED IN PRAIA, IT IS RECOMMENDED THAT ONE AMERICAN CONSULAR POSITION AND TWO LOCAL CONSULAR POSITIONS BE REPROGRAMMED FROM LISBON TO PRAIA. IT IS ESTIMATED THAT THE CREATION OF CAPE VERDE CONSULAR DISTRICT HANDLED IN PRAIA WOULD RESULT IN A 33 PERCENT REDUCTION IN CONSULAR WORKLOAD IN LISBON.

B. INCREASES: THE PRINCIPAL RECOMMENDED COURSE OF ACTION OF THIS SUBMISSION, OPENING AN EMBASSY IN PRAIA, WILL REQUIRE A CONSIDERABLE INCREASE IN FUNDING AND POSITIONS. THE SEVEN COURSES OF ACTION REQUIRED TO REALIZE THE OBJECTIVES AS OUTLINED IN PART I CAN ALL BE MORE EFFECTIVELY HANDLED FROM PRAIA THAN BISSAU. WE CANNOT HOPE TO FULLY CAPITALIZE ON CAPE VERDEAN GOOD WILL IF WE CONTINUE TO RELEGATE THEM TO WHAT THEY PERCEIVE AS INFERIOR TREATMENT IN RELATION TO GUINEA-BISSAU (WHERE GOODWILL TOWARD THE U.S. IS CONSIDERABLY LESS). SHOULD THE CAPE VERDEANS CONTINUE TO FEEL SNUBBED

BY THE U.S., WE WILL HAVE GREATER DIFFICULTY IN CONVINCING THEM NOT TO SUCCUMB TO THE ONGOING SOVIET EFFORT TO INCREASE INFLUENCE AND GAIN STRATEGIC ADVANTAGES. THE UNDERSTANDING OF THE POLITICAL SITUATION AND THE ESTABLISHMENT OF RELATIONS NECESSARY FOR THIS FINE TUNED OPERATION ARE NEARLY IMPOSSIBLE AT LONG DISTANCE. IT IS INCONCEIVABLE THAT THE CAPE VERDEANS WOULD ASSENT TO U.S. MILITARY VISITS IN THE ABSENCE OF A U.S. MISSION.

WE CANNOT HOPE TO MOVE THE CAPE VERDEANS VERY FAR IN THEIR MULTILATERAL DIPLOMACY IF WE CANNOT DISCUSS ISSUES ON A TIMELY BASIS WITH THE COUNTRY'S DECISION-MAKERS. ON RECEIVING AN INSTRUCTION FROM WASHINGTON OR USUN, IT NOW TAKES AS MUCH AS A WEEK TO GET TO CAPE VERDE AND SEE THE MAN WHO CAN MAKE THE DECISION.

IT WOULD NOT BE NECESSARY TO OPEN AN EMBASSY TO REALIZE  
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OBJECTIVES SIX AND SEVEN (SUPPORT FOR ECONOMIC AND SOCIAL DEVELOPMENT AND PROMOTION OF U.S. BUSINESS) BUT BOTH COULD BE MORE EFFECTIVELY ACCOMPLISHED WITH ONSITE PERSONNEL.

ONE OF THE PRINCIPAL ARGUMENTS FOR OPENING A U.S. EMBASSY IN PRAIA IS TO HANDLE THE GROWING CONSULAR WORKLOAD IN THE ISLANDS. THE SUBSTANTIVE ARGUMENTS HAVE BEEN PRESENTED BY AMBASSADOR WELLS IN HER MARCH 15, 1977 MEMO AND BY AMBASSADOR CARLUCCI IN LISBON 2635. THERE ARE SOME 300 AMERICANS RESIDENT IN CAPE VERDE BUT LESS THAN HALF ARE REGISTERED AT THE EMBASSY IN LISBON. LISBON PERFORMED 56 CITIZENSHIP SERVICES IN CY 1976. THERE ARE 744 FEDERAL BENEFICIARIES IN THE ISLANDS RECEIVING 500 MONTHLY CHECKS TOTALLING NEARLY DOLS 90,000. THE GREATEST INCREASE IN CONSULAR BUSINESS CAN BE EXPECTED IN THE CAPE VERDE IMMIGRANT VISA WORKLOAD WHICH ROSE IN LISBON FROM 265 IN 1974 TO 866 IN 1976. DAKAR EXPERIENCED A 200 PERCENT INCREASE OVER THE SAME PERIOD. AS WORD OF THE AVAILABILITY OF FIFTH PREFERENCE NUMBERS GETS AROUND AND AS APPLICATION BECOMES EASIER AT A U.S. EMBASSY IN PRAIA, APPLICATIONS MAY REACH 1,500 PER YEAR. THE NON-IMMIGRANT VISA WORKLOAD HAS ALSO INCREASED AND WILL CONTINUE TO DO SO BUT, INSPITE OF A 30-50 PERCENT REFUSAL RATE, THIS WILL NOT BE A MAJOR BURDEN ON THE EMBASSY.

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ACTION AF-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01  
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02  
/067 W

-----181349Z 120937 /44

P 180945Z APR 77

FM AMEMBASSY BISSAU

TO SECSTATE WASHDC PRIORITY 0325

C O N F I D E N T I A L SECTION 2 OF 2 BISSAU 0211

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TO CARRY OUT THE POLITICAL AND ECONOMIC COURSES OF ACTION  
AND BASED ON THE ASSUMPTION THAT AN EMBASSY WILL BE  
ESTABLISHED, IT IS RECOMMENDED THAT THE CULTURAL AFFAIRS BUDGET  
BE INCREASED TO DOLS 14,000 IN FY 79. SIMILARLY, A USIA BUDGET  
FOR PUBLIC AFFAIRS PROGRAMMING SHOULD BE ESTABLISHED AT AT  
LEAST DOLS 3,000 BY FY 79. INCREASING THE CU BUDGET WOULD  
ENABLE THE EMBASSY TO INCREASE ITS EXCHANGE VISITORS PROGRAM  
FROM THREE TO SIX OR SEVEN INDIVIDUALS PER YEAR AND A USIA  
BUDGET WILL PERMIT THE EMBASSY TO MOUNT AN INFORMATION PROGRAM  
IN CAPE VERDE WHERE PEOPLE ARE STARVED FOR INFORMATION ON THE  
U.S.

THE EMBASSY IN PRAIA SHOULD BE HEADED BY A CHARGE WITH  
RESPONSIBILITY FOR POLITICAL, ECONOMIC, CULTURAL AND  
INFORMATION PROGRAMS. HE WOULD BE ASSISTED BY A FULL-TIME  
JUNIOR CONSULAR OFFICER. OTHER CORE AMERICAN POSITIONS  
WOULD INCLUDE A SECRETARY AND AN ADMINISTRATIVE SPECIALIST  
WHO WOULD HANDLE ALL COMMUNICATIONS.

THE BULK OF THE CONSULAR WORK WOULD BE DONE BY THREE FOREIGN  
SERVICE LOACLS: ONE AT THE SENIOR PROFESSIONAL LEVEL AND  
TWO INTERMEDIATE LEVEL EMPLOYEES. A LOCAL CONSULAR SECRE-  
TARY/CLERK WOULD ALSO BE NECESSARY.

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THE ADMINSTRATIVE OFFICER SHOULD BE ASSISTED BY A SENIOR  
FOREIGN SERVICE LOCAL PROFESSIONAL GSO WHO WOULD FALL UNDER  
DAS IN VIEW OF THE PLANNED AID PRESENCE WHICH WOULD BE  
ADMINISTRATIVELY DEPENDENT ON THE EMBASSY. OTHER LOCAL  
POSITIONS WOULD BE CORE AND WOULD INCLUDE ONE RECEPTIONIST/  
TRANSLATOR AND ONE CHAUFFEUR.

N.B. IT SHOULD BE NOTED THAT OF THE ABOVE, THE JUNIOR CONSULAR OFFICER AND TWO FOREIGN SERVICE LOCAL CONSULAR POSITIONS COULD BE REPROGRAMMED FROM LISBON.

C. NOT APPLICABLE.

#### 4. MISSION STAFFING CHART

CURRENT FY 77 - NOT APPLICABLE

	PROJECTED FY 78						
	AMERICAN			FSL			
	PROFESSIONAL		STAFF				
	OFFICER	STAFF	CORE	DAS	CORE	DAS	
TOTAL	3	1	1	1	5	0	
EXECUTIVE	1#1	1	0	0	0	0	
POLITICAL	0	0	0	0	0	0	
ECON/COMM	0	0	0	0	0	0	
CONSULAR	1	0	1#4	0	3#5	0	
ADMINISTRATION							
OF WHICH	1#2	0	0	1#3	2	0	
COMMUNICATIONS	0	0	0	0	0	0	

#### FOOTNOTES

#1.5CHARGE D'AFFAIRES WOULD HANDLE POLITICAL AND ECON/COMM WORK AND BE BACK-UP CONSULAR OFFICER.

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#2. ADMINISTRATIVE OFFICER WOULD HANDLE COMMUNICATIONS.

#3. SENIOR GENERAL SERVICES OFFICER.

#4. SENIOR CONSULAR LOCAL - AN EXISTING POSITION FROM LISBON.

#5. INCLUDES TWO INTERMEDIATE LEVEL CONSULAR CLERKS - ONE AN EXISTING POSITION FROM LISBON.

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## Message Attributes

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